10 February 1977

MEMORANDUM FOR: Inspector General

SUBJECT : Command and Control

Re the conclusions of your excellent survey, I think the record demonstrates not only that "there does not now exist a predisposition to evade law", but that the cadre of this Agency have been consistently guided by a sense of professional discipline, "code of ethics", if you will, that has obliged them (1) to operate within the confines of their understanding of instructions from a higher authority and (2) to respond loyally to such instructions.

There is no evidence, except for the two instances sighted, that there has been any significant divergence from the first of these injunctions. As you correctly conclude, the problem instead lies in their uncertainty that they can rely on these instructions to faithfully interpret new regulations imposed by society, through legislation and executive action, reflecting the morality of the seventies.

A part of the problem for Agency management, in addition to the need to find ways to maintain creativity, is to complete the task of interpreting the external guidelines in Headquarters Regulations. My impression is that there remain a number of grey areas where policy may have been formulated at upper echelons, but which have not as yet been formalized for the guidance of the working level. This is an evolutionary task, I concede, in the sense that we can't finally and conclusively say that we have anticipated all contingencies for which regulations might be needed. But there remains a good deal to be done to provide for the situations that we do now recognize as requiring interpretation and guidance. In fact, the "completion" of this task should help to restore confidence throughout the ranks, in the sense that our cadre - when they feel they understand better the limits of their discretion, are more likely to recapture the spirit that promotes "creativity, aggressiveness, and inspiration".

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